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ABSTRACT

It is the intent of this paper to demonstrate the role of a short-term (approximiately 4-14 hours), populace-based education/training approach in the preparation of rural communities and/or regions anticipating energy development-related impact. The approach is presented in comparison with other models and is defined and outlined through the provision of an education/training model for impact communities/regions. A major aspect of the package is the simulation game, "Pasture," which is presented in skeletal form. While this approach of focusing on the populace-at-large represents a departure from more traditional, professional-based, education/training mechanisms, it does so in both a complimentary and contemporary manner. The paper provides a design of preparation which extends the knowledge and skill bases of the professional to the citizenry--an extension commensurate with the times. (Author/BRR)

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SHORT-TERM COMMUNITY EDUCATION/TRAINING FOR COMMUNITIES/REGIONS ANTICIPATING ENERGY DEVELOPMENT-RELATED IMPACT

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During the decade of 1980's many communities and regions in the United States and Canada will face the realities, both positive and negative, of energy development-related projects being constructed and operating in or nearby their locales. As the energy consumptive and productive demands increase and/or change, e.g., from one type of energy source to another type (for instance, nuclear to coal), or from one type of extractive operation to another type (for instance, deep to surface mining), the populace of these communities and regions will confront the challenges of responding to these impacts on their home "turf". In preparation for this event, community education and training can serve as a viable, perhaps critical, aid in assessing and planning--and, more specifically, preparing for the human side of impact in the identified community.

Community education and/or training efforts employed in the preparation of individuals in impacted areas can be of various types. A two variable typology, recipient field and duration, is suggested to categorize the variation in models or approaches. Recipient field, as a variable, is defined as those individuals or groups to whom the training is directed. For the purpose of this paper, recipient field is dichotomized as professionally-oriented, i.e., the education/training of professional (usually human service) practitioners, and lay-oriented, i.e., the education/training of members of the general citizenry. The second variable, duration, refers to the temporal framework of the training and/or education process and is similarly divided into two modes: short-term and long-term. Short-term is defined as training/education which could be accomplished in a quite limited span of time, perhaps as little as four hours or as much as fourteen hours. It is further delineated as training that is reasonably flexible and could be condensed or expanded with this ten-hour variation. Long-term training/education is defined as impact

preparation beyond the temporal scope of short-term and extending into weeks, months, and perhaps, years of study and rehearsal.

The combination of these two variables, defined and dichotomized as described above, into a two-by-two table, see figure 1, facilitates the comparison and contrasting of different modalities of community education and/or training.

Figure 1. Typology of Community Education/Training Modalities

Recipient Field	Duration: Short-Term	Duration: Long-Term
Professional	1	2
Lay	3	4

Type #1, short-term, professionally-oriented training, is representative of the prototypical continuing educational approach for the preparation of human service and related professional practitioners. The training package is designed to be delivered to a professionally-educated or trained group of practitioners on a short-term basis, usually within a one or two day schedule. A certain degree of homogeneity of the audience is assumed based on prior professional preparation and/or agency orientation. Illustrative of this approach for education/training on the energy development-related impact area is the work of Morris and Morris (1981). These authors have designed a model for "Preparing human service workers for effective practice in boom communities . . ." (1981:22), which utilizes the concepts of rurbanization and rurban practice. As they elaborate,

> The concept of rurban practice refers to human service activity in community settings which are experiencing multiple rapid social changes as a consequence of population migration to rural areas, the energy

> development boom, rural industrialization, and the conversion of land into a commodity for recreational consumption. Preparation for effective rurban practice requires work with community residents to plan services, anticipate consequences of planning, and make decisions which will minimize the negative impacts of change . . . (1981:22).

Morris and Morris go on to describe basic knowledge and skill components needed for effective rurban practice and review how these elements may be garnered through short term, simulation based training and education. Seminars, institutes, and conferences are also illustrative of type #1 education and training when they embody a session or a set of sessions specifically focused on a particular subject matter.

Type #2, long-term, professionally-oriented preparation, is illustrated in energy development-related impact by the Wyoming Human Services Project. As described by Davenport and Davenport:

> The Wyoming Human Services Project (WHSP) is an attempt to mitigate the human problems created or excerbated by rapid resource development. The purpose of the project is (1) to determine how best to train and use human service personnel (e.g., nurses, psychologists, social workers) to solve the "people problems" which inevitably accompany the rapid social change found in communities undergoing impact (1979b:135).

The Project included two components, one based at the University of Wyoming and a second based in the community. In the first component, students are enrolled in

> a two semester course aimed at developing skills in community development and human service delivery in impacted communities. Following graduation, teams of around five members are selected for one year appointments to the community based program. These teams then receive additional intensive training for one month on campus and in the community (1979b:136).

After the completion of this interim training, team members, now referred to as project associates, are placed in impacted communities where they spend twenty hours per week providing direct service under agency auspices and twenty hours per week in a team "project" activity. This latter aspect, the

"project" activity, is based on a community development model in that

> . . . the thrust of the project is toward enhancing the community's ability and capacity to solve its own problems. Therefore, the team does not attempt to compose its own definition of the problem. Problems are identified and addressed by the community with team members serving as catalysts, enablers, and facilitators (1979b:137).

Both of the above projects or models are representative of innovative and practical modalities of education needed in impact communities. The rurban practice approach, illustrative of type #1 and the Wyoming Human Services Project (type #2) focus on the preparation of human service practitioners and professionals for work in impacted communities. The remaining aspects of the typology, type #3 and type #4, diverge from this approach by focusing on the education and training of the lay populace of the impact communities.

The delineation of the type #3 component of the typology is the focus of this paper. The typology requirements for this component are that it be short-term in temporal duration and that it focus on the education/training of the lay populace of the community. The prerequisite question to be answered in designing the training package is "How can people in impact communities or region, which are in the pre-impact or early development stages, be prepared to deal with the human realities of the project development in a manner consistent with the social and cultural dynamics of that area?" To answer this question as well as to address the typology requirements, the following community education/training model is proposed. It is suggested as a framework, sufficiently malleable to be adapted to the particulars and idiosyncracies of differing communities and regions, and is predicated on two assumptions. These assumptions are, first, that the educational/training process should stress, to the greatest extent possible, participation of all segments of the community or region and, secondly, that the education/training model is based on a temporal fit with the potential participants of the preparational process.

A Populace-based Perspective

Three "ideal-type" models of community-related intervention by human resource practitioners have been identified in social work literature (Rothman, 1968). Each of the three approaches has distinct relevance for particular social problems and human needs in varying settings. Recently, it has been suggested that the models be "mixed and phased" as required by the definition of the situation (Rothman, 1979). While each of the three models has appropriate contributions to make in guiding human service work in impact communities, differentiation between and among them serves to illuminate differential perspectives in addressing the human side of the impact. Social Planning with its emphasis on the use of expertise and on more formal data collection and decision-making processes is represented paramountly in a plurality if not a majority of the approaches chosen for intervention in impacted areas. Based on the descriptions of the situations presented in the literature, the use of the paradigm of social planning appears valid and practical. Its use has been illustrated in the Wyoming Human Services Project (as well as other programming efforts in other locales) and is viewed as the theoretical undergirding for the rurban practice approach. The crucial identifying factor for social planning vis-a-vis impact communities is that the focus of the education/training is on the preparation of professional (human service) practitioners as opposed to the populace-at-large.

The remaining two models, locality or community development and social action place the focus of the intervention strategy, in this case, the education and/or training for energy development-related impact, on the general citizenry. It is for this reason that a community development model (with selected aspects of social advocacy and social action) is proposed for both types #3 and #4. Such a choice is postulated in complimentation with the

social planning model noted in types #1 and #2, and is not viewed as an either/or choice but rather as an example of the "phasing-mixing" philosophy noted earlier.

Commensurate with the choice of the community development model is the identification of requisite knowledge and skill bases needed by the membership of the community. Two such bases are suggested: knowledge about impact and skill-building in interactional process.

The knowledge about impact base would include, but not be limited to: what impacts have occurred in other communities or regions; the consequences, both anticipated and unanticipated, for the people in those communities or regions; and what strategies and techniques were employed in these other locales to mitigate the effects of impact on the people in the area. The skill-building base would focus on assessment of the existing, pre-boom community, organizing local constituency groups, coalition-building, conducting public forums, presenting issues and alternatives, determining the orientations and diverse perspectives of community members, identifying priority community needs in relationship to impact realities and alternatives, making "trade-offs", and advocating for positions and issues.

All aspects of both of these bases requires a combination of specific as well as generic preparation. Data, problems, issues, and alternatives from other communities and regions need to be identified and then applied to potentials and constraints of the particular community or region of focus.

Have Simulation--Will Travel

The section immediately preceeding, the populace-based perspective, applies to both types #3 and #4. In this segment, these two types are separated via the cleavage of education/training into short-term and long-term.

Type #3, the focal point of this paper, assumes the short-term stance based on the need to create an education/training configuration which is synchronistically compatible with the life-styles of the impact populace. This short-term delineation of approximately four to fourteen hours is specified to allow the educator/trainer the opportunity to diffuse the knowledge and skill bases, as specified above, throughout the community or region via a brief, specific type of training. This temporal format can accomodate a wide variety of community-specific time opportunities and constraints, including, weekday evenings, weekends, after-school hours, Sunday church sessions, etc., and can be adjusted to the particular needs of particular groups within the impact region.

In addition to this temporal consideration, two other aspects of the community development-oriented, short-term approach increase the vitality of this modality for education and training. If, as noted above, the goal of the process is populace-wide education and training, the short-term model provides the flexibility to reach out to the fullest extent of populational dimensions, e.g., outlying towns, open areas, etc. In essence, it is a mobile, decentralized process which can be completed, area-wide, in a relatively limited period of time and with the attendance and participation of a wide range of individuals and groups. Secondly, with its accent on a short-term program in learning with adjustment and codification tailored to populace needs, the interest and commitment of the citizens can be maintained and/or increased.

The intent of this education/training is the provision of a prepatory program for many, not a few, of the citizens in the impact area, and, as such, interest, as well as the time frame must be carefully cultivated. Given these

theoretical postulates, the educational and training methodology chosen is based in part, but not totally, on an active participative design--the simulation gaming experience.

Morris and Morris (1981) have noted the appropriateness of simulations as a training technology for human service practitioner preparation in impact areas. It is proposed that simulation gaming is an equally appropriate choice for populace-based, short-term education/training. Simulations encourage

> . . . problem solving, but problems are selected, defined and often redefined by participants themselves. Solutions are not imposed from the outside. Participants can be encouraged to articulate their own solution preferences, mobilize their own resources, strengthen working relationships which exist within the boom community, take on new leadership roles and acknowledge the leadership contributions of others. New skills can be tried out in a low risk environment (Morris and Morris, 1981:23).

The use of a simulation game for the education/training endeavor in impact areas fits both of the conditions of the type #3 component. It is highly compatible with the short-term format, it is flexible, i.e., it can be adjusted and modified, it is mobile, and, perhaps most importantly, it is a learning experience in which the members of the community can participate.

The fourth component of the typology is long-term, lay-oriented education/training. Even though the type #3 component is the focus of this paper, a few comments are needed to describe the fourth type and its relationship with the other types, most particularly type #3. Type #4 maintains the same lay or populace-based perspective as type #3; however, in type #4 attention is shifted to the long-term as opposed to the short-term side of the temporal format. It is suggested that type #4 may be a logical continuance of the third type over the weeks and months that follow the short-term preparation. The learning objectives of type #4 could build on those knowledge and skill bases developed in type #3 while, concurrently, updating and adjusting these bases commensurate with changes in the impact community/region.

An Education/Training Model for Impact Communities/Regions

The following model is proposed in line with the requirements of the type #3 component of the typology. It is designed to be accomplished, with adjustments as needed and desired, within the short-term format and it is oriented to lay participation and learning.

GOAL: To prepare the citizenry of an impact community/region to counter potential social problems and to meet the needs of their community during the energy development-related impact period.

OBJECTIVES: 1. To increase the level of knowledge concerning energy development-related impact of the membership of the community/region.

2. To increase the interactional skill base of the membership of the community/region relevant to energy development-related impact.

TOPICAL OUTLINE FOR COMMUNITY EDUCATION/TRAINING:

I. Purpose of community education/training

II. What do we need to know?

A. What constitutes a "boom town"?

1. examples

2. terminology

B. Learning resources

1. film: "Mercer County", parts one and/or two

2. readings: "Learning from the Fairbanks Experience". Pp. 291-300 in What Happened to Fairbanks?: The Effects of the Trans-Alaska Oil Pipeline on the Community of Fairbanks, Alaska, by Mim Dixon. Boulder, Colorado: Westview Press (1978). "Needs Assessment and Program

Evaluation in Impacted Communities" by Judith K. Olson. Pp. 123-137 in The Boom Town: Problems and Promises in the Energy Vortex, Joseph Davenport, III. and Judith Ann Davenport (eds.). Laramie, Wyoming: University of Wyoming Publications (1980).

III. What do we know about area?

A. historical development

B. the current situation

1. strengths

2. problem areas

3. resources available/unavailable

IV. How do we participate in decison-making and problem-solving efforts in our community?

A. the problem-solving process

B. basic interactional skills

1. gathering information

2. organizing local groups

3. conducting meetings and public forums

4. presenting findings, issues, and problems

5. developing group and community alternatives and responses

6. confronting resistance

7. building coalitions

8. advocating positions

9. making compromises and agreements

10. monitoring agreements and the impact

C. practicing what we have learned

1. the simulation game

2. review of the game

V. Recap of the education/training process

A. what have we learned?

B. how can we apply and use what we have learned?

C. what is the next step?

1. is more information needed?

2. what can we do now?

SIMULATION GAME--"PASTURE"[1]

The following description of the simulation game of "Pasture" is presented in skeletal form. Details of the game as it is currently designed may be obtained from the author. Use of and modification of the game may be done at the reader's prerogative.

Pasture is the county seat and the major community of a rural county with a total population of 5,000. Twenty percent (20%) of the populace is composed of senior citizens while five percent (5%) is minority group membership. The state electrical power utility has announced plans to construct a large hydroelectric generating facility in the county. Should such a project be undertaken, approximately 2,000 jobs will be created at the project. It is estimated that nearly seventy percent (70%) of the workforce will be newcomers to the area with the remaining thirty percent (30%) made up of current residents and returnees (those who have lived in the county, left to fund employment, and would be returning to fund project jobs). The project is designed to be completed in four years with the first year ("Pre-boom") to be spent in planning and project development (building roads for access, etc.) and the remaining three years ("Boom") in the construction and initial operation of the facility. During the last year, the average level of annual income per head of household was approximately $10,000. However, there was a great

range of incomes reported including responses from low and fixed income groups. The average income of the construction workers is anticipated to be approximately $20,000 annually.

Thirteen role sets have been selected for the game. These role sets were culled from the numerous actors in the impact arena and, hopefully, are representative of the roles most involved in the decision-making, problem-solving activities in an impact community.

Role Sets

1. Project Representative
2. New-comer
3. Community Planner
4. School Administrator
5. Minister/Member of Clergy
6. Criminal Justice Professional
7. Politician (local)
8. Business Owner/Manager
9. Low Income/Minority/Elderly/ Women--"at risk" groups
10. Human Service Professional
11. Health Care Professional
12. Representative of State/Fed Gov't
13. Environmentalist

One (or more) players are selected to assume each of the role sets. Counter-role strategies may be employed if players in the simulation game are already familiar with one or more of the particular role sets noted above, e.g., having a local politician fill the role set of low income/minority/elderly/women--the "at risk" group.

Two "problem" cards, one for "pre-boom" and one for "boom", are given to each player (see figure 2., following, for example of problem cards). A brief description of a problem area is provided followed by two or three suggested alternatives and, lastly, considerations pertinent to the problem area. The latter two components, suggested alternatives and considerations are included to provide the necessary information and structure for individuals playing the game who have a limited background in the dynamics and realities of impact communities.

Figuer 2. Examples of "Problem" Cards.

PRE-BOOM

PROBLEM #6. Due to the anticipated population increases in the county, schools will become overcrowded. The maximum capacity of the local grammar school is 500 students with 480 already enrolled. Problems will include over-crowded classrooms, not enough desks or books, high student-to-teacher ratio, cafeteria space and equipment becoming inadequate for demand.

Suggested Alternatives:

1. work out a plan to hire new teachers
2. double shift all students
3. build a new grammar school with more room and equipment
4. expand existing facilities with portable classrooms (trailors, etc.)

Considerations:

1. who will pay for new teachers and/or new facilities?
2. problems with double shifting of students
3. new students and old students: problems of mix; meeting the needs of the new students; transfer problems; etc.

PRE-BOOM

PROBLEM #2. It is estimated that from 2,000 to 4,000 new-comers (workers and their families) will be entering the county and will be in need of housing. There are few vacant houses, only two small motels, and no rooming houses in Pasture. Few families in the county desire to have the workers or their families live in their homes, even on a temporary basis. Something needs to be done to provide housing for these people, should the project be started.

Suggested Alternatives:

1. mobile home villages
2. project could provide housing for its employees
3. local government officials could request state or federal assistance to subsidize housing construction projects

Considerations:

1. problems with "aluminum ghettos" (mobile home villages)
2. the type and location of the housing may be viewed by some in the community as lowering the housing standards that exist in Pasture
3. "at risk" groups may lose the housing they currently possess due to inflated rent costs.
4. the project may refuse to "internalize" the cost of housing of the employees.
5. the possibility of the project terminating early--after the housing construction has begun--thereby leaving the burden of the cost to the taxpayers.
6. fear that squatter camps may occur (with substandard health and safety conditions).

Once the players have been assigned a role-set (with the accompanying role description card) and have received their "pre-boom" and "boom" problem cards, the game is set to begin. The format of the game is purposefully unstructured at the beginning in order that the players can initiate their own interactional patterns of discussion and agreement.

All thirteen of the "pre-boom" problems must be resolved, i.e., some level of consensus must be reached and the decision announced, before the group can move to "boom" problems. Consensus and agreement interactions are facilitated by the exchange of chips (Note: each players is given twenty (20) chips at the beginning of the game) which the player may use to arrange compromises, coalitions, "trade-offs", etc. When agreements are struck between two or more players, they are presented to the game coordinator at the "trading post" where they are recorded and announced to the whole group. If other players wish to involve themselves in the transaction, they have opportunity at that time; if not, the announced agreement stands (unless it is later modified by a reconsideration agreement between the players who make the original agreement). Recorded agreements are also written on poster board or a blackboard for display to the group.

Following the negotiation and resolution of the thirteen "pre-boom" problems, a short rest and restroom break is provided for the group players. After the break, the group is told that the construction of the hydroelectric-generating facility has begun and is asked to review how they now stand, what agreements they have reached, what patterns appear to be evolving within the structure of their community, etc.

At the completion of this review discussion, the community of Pasture is ready to begin the process of resolving the "boom" problems. These problems parallel the subject matters of concern in the "pre-boom" problems but

are phrased in terms of the present, e.g., "this happened in . . . ." Interactional agreements and exchanges are conducted in the same manner as the "pre-boom" negotiations.

After all thirteen of the "boom" problems are resolved, the group members are asked to assess how well they did--what agreements were reached?, did the agreements in the "pre-boom"section affect agreements in the "boom" segment of the game?, how well did "Pasture" survive the impact?, what does the future, the "post-boom" or "bust" hold for the populace of Pasture?

Conclusion

It has been the intent of this paper to demonstrate the role of a short-term, populace-based education/training approach in the preparation of communities and/or regions anticipating impact. The approach developed has been presented in comparison with other models and has been defined and outlined through the provision of an education/training model for impact communities/regions. A major aspect of this package is the simulation game, "Pasture", which has been presented in skeletal form.

A final comment allows reflection on the preceding material. While this approach of focusing on the populace-at-large represents a departure from more traditional, professional-based, education/training mechanisms, it does so with both complimentarity and contemporarity. It provides a design of preparation which extends the knowledge and skill bases of the professional to the citizenry--an extension commensurate with the times.

NOTE

[1]The education/training model presented is based on a workshop designed in partial fulfillment of course requirements for "Human Resources in Energy Impacted Environments", a social work course taught at James Madison University by the author. Students involved in the design of this workshop were Caron Scharp, Lee Lukhard, Beth Averill and Julie Hunter, social work majors at the University.

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